

MARICOPA COUNTY BOARD OF SUPERVISORS MINUTE BOOK

**SPECIAL SESSION
February 13, 2002**

The Board of Supervisors of Maricopa County, Arizona convened at 9:00 a.m., February 13, 2002, in the Tom Sullivan Conference Room, Tenth Floor, 301 W. Jefferson, Phoenix, Arizona, with the following members present: Don Stapley, Chairman; Andy Kunasek, Mary Rose Wilcox. Absent: Fulton Brock (District 4, Vacant Seat). Fran McCarroll, Clerk of the Board; Jessie Burning, Administrative Coordinator. Also present: David Smith, County Administrative Officer; and Paul Golab, Deputy County Attorney. Votes of the Members will be recorded as follows: (aye-no-absent-abstain)

PRESENTATION & DISCUSSION: AVAILABLE AND POTENTIAL FUNDING FOR THE GENERAL FUND CAPITAL IMPROVEMENT PLAN & CURRENT CAPITAL IMPROVEMENT PLAN PROJECTS

Item: Facilities Management – a) Funding available for the General Fund Capital Improvement Plan; b) Potential funding options for the General Fund Capital Improvement Plan; and c) Current Improvement Plan projects funded by the General Fund. (ADM 1820)

David Smith, County Administrative Officer began the meeting with an overview of the presentation. He referenced discussions with Chairman Stapley regarding the need to review capital spending during the economic downturn and in light of possible state budget cuts. Other pending issues for capital planning include; the Jail Construction Program and the bill before the legislature to extend the Jail Excise Tax, as well as the bill for the Health Care District. Mr. Smith explained that today's discussion would include presentations regarding General Fund Capital monies, how savings have been generated or accumulated, and the use of Certificates of Purchase (COPS) to back up the savings

Mr. Smith noted with all the uncertainties, his general recommendation would be to make well-founded decisions that can withstand, management, governmental or political scrutiny. Presently, the County is in a tough economic environment, however, it will not always be that way. Mr. Smith stated that in order to achieve and maintain stability the County needs to acquire additional office space and locations that are sensible; hire quality employees and attain a competitive recruiting position.

Supervisor Wilcox asked if today's presentation is only for discussion, and when will the Board set a date for a decision on moving forward with the design and construction of the new Public Services Building.

Supervisor Stapley noted that there would not be any action at this meeting, however, action could take place at a future Board meeting. Hopefully through today's discussion the Board will have a better understanding of the issues that need to be considered in the decision process.

a) Funding available for the General Fund Capital Improvement Plan.

Sandi Wilson, Deputy County Administrator, and Chris Bradley, Budget Manager, noted that their discussion would begin with recommendations and a review of funding for the next fiscal year. Ms. Wilson presented the following overview of anticipated funding and funding needs:

**General Fund Capital Improvement Program
Funding Update - February 2002**

County Improvement Fund-FY 02 Beginning Balance \$ 123.4

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General Fund Budgeted Transfer/Operating (portion may be needed to offset revenue shortfalls)	\$ 51.7
General Fund Budgeted Transfer/Fund Balance	\$ 30.0
Funding Anticipated in Adopted Budget	\$ 205.1
Current Program	\$ 238.0
Amount not yet funded with approved allocations	\$ (32.9)
Unallocated General Fund Beginning Balance (may be required to assist State budget balancing)	\$ 32.8

Ms. Wilson pointed out that the County's improvement fund is where cash has been accumulating for the capital programs. This year began with \$123.4 million, the following two numbers are the amounts budgeted to be transferred into the improvement fund for the current fiscal year, both from operating and fund balance.

Supervisor Kunasek asked if the Office of Management and Budget (OMB) had developed a worst-case scenario regarding possible shortfalls the County may face due to State budget-balancing acts. In response, Ms. Wilson explained that until the legislature finishes their work it is almost impossible to predict shortfall amounts, however, she also stated that OMB feels comfortable with the budget balancing actions implemented in the County last December.

At the end of this year, if everything goes as planned, the County will have \$205 million available in cash for the Capital Improvement Program (CIP). The current CIP program is \$238 million, which leaves \$32.9 million that is not yet funded. By using the unallocated beginning fund balance the entire program is very close to being fully funded. However, the following list of "unknowns" must also be considered in the overall budget:

Estimated Funding Issues

MIHS Operating Loss	\$ (5.0)	
Sheriff Revenue Shortfall	(4.5)	
4% Revenue Sharing Cut (one year only)	(13.5)	
Competency Restoration – 86% (currently 50%)		(3.4)
State Funding Assistance Agreement	(30.0)	
	\$ (56.4)	
Other State Impacts	"unknown"	
Fill the Gap	"unknown"	
Adult and Juvenile Probation Aid	"unknown"	
Graduate Medical Education	"unknown"	

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OMB is anticipating a revenue shortfall of \$4.5 million in the Sheriff's Office related to jail per diem collections. This deficit will have to be funded from either the general or the detention fund at year-end.

Chairman Stapley asked if the revenue shortfall regarding the Sheriff's Office is due to the lack of support from other cities, or mis-calculations.

Chris Bradley, Budget Manager, explained it is more attributable to the state then to cities. In addition, there was some over-estimation of revenue.

Next, Mr. Bradley reviewed the following CIP expenditures on current and planned projects.

Capital Improvement Program Expenditures

Expenditures on approved projects prior to 7/1/01	\$ 35.0
FY 2001-02 Expenditures to date (December 31)	<u>10.4</u>
Total Expended to Date:	\$ 45.4
 FY 2001-02 Proj. Exp. 1/1 through 6/30	 \$ 43.0
<i>Forensic Science Center</i>	9.5
<i>New Admin. Parking</i>	10.5
<i>New Admin. Building</i>	26.0
<i>Southeast Property</i>	7.0
<i>FMD Building</i>	0.2
<i>Other Miscellaneous</i>	<u>0.2</u>
	\$ 53.4
 FY 2002-03 Exp. To Complete Projects	 \$ 73.0
<i>Forensic Science Center</i>	\$ 4.3
<i>New Admin. Parking</i>	2.4
<i>New Admin. Building</i>	52.1
<i>Public Health Building</i>	10.5
<i>Sheriff Training Academy</i>	<u>\$ 3.7</u>
	\$ 73.0
 Funding to be accumulated through 6/30, less expenditures to date	 \$ 205.1 (45.4) \$ 159.7
Less completion of Forensic Science Center	\$ (9.3) \$ 150.4

Mr. Bradley noted that the information above illustrates the expenditures to date on CIP and will give the Board an idea about what's been committed so far. Out of the full CIP budget of \$238 million, the County has spent \$35 million through July 1st of last fiscal year. Through December of this fiscal year there were additional expenditures of \$10.4 million. The total spent through January 2002, is \$45.4 million; OMB is

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still working on updating the February totals. Mr. Bradley stated that It is important to remember that several of the projects have been completed.

Ms. Wilson stated that OMB is recommending that the County either slim-down the CIP or halt any expansion until the County has a clearer financial picture.

Supervisor Kunasek asked if the County stands firm on the funding of \$205.1 million in the adopted budget, what would that do. Ms. Wilson replied that there would be about \$30 million that the County could consider cutting out of the CIP until a later date.

Supervisor Kunasek also asked where the County would begin to make the cuts. In response, Ms. Wilson stated that it may come from CIP projects that the County has not yet started, such as the Public Health building and the Sheriff's Training Academy. In response to another question from Supervisor Kunasek, Ms. Wilson explained that if this project was down-sized it could be more expensive to continue building at a later date. Ms. Wilson added that the County could consider various forms of financing to assist with CIP projects.

Chairman Stapley noted that if the County proceeds with the plans for the New Public Services Building there will not be enough funding to proceed with anything else at this point. Chairman Stapley asked about the jail per diem revenue short-fall affecting the Sheriff's Office and how much the State owes the County concerning this issue. Mr. Bradley replied that OMB is preparing a report for the Board regarding the shortfall

Supervisor Wilcox noted that she has received mixed messages regarding which was a higher priority for the Sheriff's Office, the Sheriff's Training Facility or the Shooting Range. She asked if OMB had any information concerning the priority. In response, Sandi Wilson stated that they would have the information for the Board before the next meeting.

b) Potential funding options for the General Fund Capital Improvement Plan.

Tom Manos, Chief Financial Officer, started his portion of the presentation by reviewing financing options that the Board might consider and highlighting County borrowing from June 2001, as follows;

Lease Revenue Bonds, Series 2001

Proceeds from the borrowing:

General Fund	\$110 million
MIHS	<u>\$ 20 million</u>
Total	\$130 million

Security for the loan:

New County Administration Building
Forensic Science Building
Clerk of the Court Service Center

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Security Center Buildings

Terms of the loan:

Fifteen – year term
Average interest Cost 4.6%
Expectation to spend proceeds within two years
Financial Guaranty by AMBAC

Options:

1. Limit CIP total to \$205 million and issue an additional \$95 million in bonds when the current proceeds are exhausted. This option provides that debt service reserves will equal or exceed debt service requirements and the Board can continue to say that the County will be debt free when the G.O. Bonds are paid off in 2004.
2. Maintain the current CIP of \$238 million. Issue \$128 million in new bonds. This option would not allow the immediate defeasance of the bonds and a portion would be paid off over time.

(Both of these options assume that a new County Administration building will be built)

3. Delay the construction of the new Administration building. This option would probably require that any unspent proceeds be restricted and held in trust for the benefit of the bondholders.
4. Terminate the construction plans for the new Administration building. In this case, the bonds would have to be defeased or the Insurer would have to consent to the substitution of another asset.

Mr. Manos explained that if the County considers delaying construction of the new Administration Building, it would then be time to begin discussions with the insurer. It is possible they might require the County to place any of the un-spent proceeds of the issue in trust for the benefit of the bond holders. He added that he has discussed the issue with Bill Davis, County Financial Advisor, and he also believes that would be the response from the insurers if there is a delay.

If the County were to terminate the construction project of the new Administration Building there would be a couple of alternatives. One option would be to take the cash on hold and pay off the bonds. The County would only lose the cost of issuance of the bonds. A second possibility, would be to substitute another asset. There are other assets that he believes would work well as security for the loan. The County pledged one of the Durango Jails in the 1994 Certificate of Purchase (COP). It is a possibility that asset could be moved into the trust.

Chairman Stapley asked if there was flexibility with this issue. Mr. Manos responded that substituting assets is not a sure thing, but is something that could be discussed with the insurer. If all else fails, the County would be in the position of removing the cash from the trust and paying the bonds off and using what monies are left over.

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In response to a question from Supervisor Wilcox, Mr. Manos explained that the insurer would be satisfied if the plan for reimbursement was secured even if the County decided to delay or terminate the construction of the New Public Services Building. The building design plans have a shelf-life of one year, if the design plans are not used within a year, substantial costs could be incurred to have the plans modified for any changes in construction codes.

Supervisor Wilcox also asked if negotiations would change regarding insurance if the construction was delayed. Mr. Manos responded that if the County should delay the project, any remaining cash from the proceeds would be transferred into the trust for the benefit of the bond-holders. If the decision by the County was to halt construction indefinitely, then the bonds would have to be defeased, paid-off, or another asset would have to be substituted to secure the bonds.

Supervisor Kunasek asked if there has been a recent inventory conducted on other County assets or excess land. He mentioned 80 acres located in Avondale, which could easily bring \$5 million through an auction or possibly other general fund assets could be considered.

Supervisor Wilcox reminded the Board that the deed for the 80 acres in Avondale has language attached to it stating that the land is for a Regional Center with Avondale.

Mr. Manos added that the Real Estate department with Facilities Management has completed an inventory of all parcels which might be available for sale. The estimated amount could total \$10 million for all property combined. He will request an inventory of the type II water rights that the County owns, which could be very valuable.

c) Current Capital Improvement Plan projects funded by the General Fund.

Norm Hintz, Director, Facilities Management, continued the presentation with a summary review of the General Fund Projects. In the discussion Mr. Hintz offered information on five projects currently in the construction or eminent-planning stages, as follows: the Forensic Science Center, new Administration Service Parking Garage, new Administration Services Building, Public Health Facility, and the MCSO Training Academy. Currently, under construction are the Forensic Science Center and the new Administration Service Parking Garage. When construction for the new Administration Services Building begins, it will continue over the next two fiscal years. He added that department staff from Facilities Management needs further direction on these projects.

The search for an architect for The Public Health Facility has been stopped at the Board's direction while the County explores project funding through a Health District. Mr. Hintz also noted previous discussions by Ms. Wilson regarding the MCSO Training Academy with funding of \$3.6 million from the general fund and \$12.3 million from the Jail Tax fund.

DISCUSSION AND ACTION: CURRENT CAPITAL IMPROVEMENT PLAN PROJECT FOR THE DESIGN AND CONSTRUCTION OF THE NEW PUBLIC SERVICES BUILDING

Item: – Presentation of the current Capital Improvement Plan project for the design and construction of the New Public Services Building to be located at 501 West Jefferson Street in downtown Phoenix concerning direction of the project. Also discussion concerning the current status of the New Public

Services Building project, its background and justification, and alternatives for the future of the project. (ADM 807)

Bob Yantzer, Project Manager, Facilities Management, began his presentation noting that he will cover the status of the New Public Services Building, past, present, and future. The project began two and a half years ago with a local Architectural Firm. The firm put together a concept plan and character sketches. The plan encompasses the four block area west of 5th Avenue and south of Jefferson. Streets and alleys were closed, on-site buildings were demolished, environmental remediation and an archeological study were performed on-site. There have been open houses for public input, and approvals were received from the Master Planning Committee, Downtown Advisory Committee, the Facilities Review Committee (FRC) and the Board of Supervisors. The project, site plans, and elevations have evolved over time. Mr. Yantzer stated that the presentation would continue with a review of the project's current status.

Jack Black, Architect, Langdon-Wilson, explained that this project was designed using the component concept. The idea was to link various zones instead of creating isolated areas. The entire complex is also designed to explain parts of Maricopa County's history and geographic features. The latest design has reduced the size of the "wing walls", tightened up the tower configuration, and added definition to the food service and conference areas. Mr. Black proceeded with a display of poster diagrams, which highlighted the construction details.

Mr. Yantzer noted that to date, the project has progressed through schematic and design development with 50% of the construction documents completed. Overall, the project has gone through about 75% of the design phase. In December of 2001, the Board approved \$142 million for this project, which was raised from \$141.5 million. One floor of the building was deleted and a connecting bridge added from the new building to the existing 4th Avenue garage. Currently, there is \$13 million committed in contracts, and about \$9 million has been spent. There is an estimated \$4.1 million in fees, if construction were to stop this amount would be non-recoverable.

Supervisor Kunasek asked for examples of recoverable costs. In response, Mr. Yantzer pointed out the land, demolition, remediation and site clean-up are a few of the recoverable costs.

Of the \$142 million, \$124 million is the total project cost. The building itself is \$105 million, tenant improvements \$10 million, and miscellaneous costs for the building are \$9 million. The building complex area has 740,000 square feet. Mr. Yantzer stated that projects of this size have economical and political consequences. At this point, Mr. Yantzer noted that Mr. Calvert would explain these issues.

Bo Calvert, President, McCarthy Building Companies, Inc., pointed out that he is also a Construction Manager and responsible for procurement services. He purchases the brick and mortar for the entire project, 85% of the project is sub-contract work that has been competitively open for bid in the market-place. Mr. Calvert stated that he watches the "market" very closely, his company purchases \$200 million in brick and mortar in Maricopa County a year. He added that McCarthy Building is very aware of the sub-contracting community and the economic times.

Mr. Calvert pointed out that since September 11th, he has seen a down turn in projects, with many others placed on hold. Many developers are adopting a "wait and see" stance. However, Mr. Calvert views the present atmosphere as an advantageous window of time. Late spring and early summer is the time to

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take advantage of the competition in the market-place. The present competition could equate to a 2% savings. If the project could be purchased during this period, it would allow a 2% buying advantage.

Supervisor Kunasek asked if the 2% buying advantage would be across-the-board. In response, Mr. Yantzer stated that the 2% advantage would cover the total project cost.

Supervisor Wilcox asked if the next two to three weeks would be the time to make a decision. Mr. Calvert replied that in order to take advantage of this time, the documents must be completed in order to make purchases. Timing of decisions are very important to the process right now, and the Construction Managers need to keep the designers moving forward.

Mr. Yantzer mentioned that through the course of the project several economic studies were commissioned. The Staubach Report was performed eight months ago. Since that time, Tom Manos and staff have reviewed and updated the report.

Mr. Manos reviewed several of the findings from the report, stating that over the next 50 years the County could improve its financial standing by \$280 million by vacating lease space and moving into owned space. The project would break even financially, in about 25 years. As previously discussed, the breakeven point usually occurs much sooner in a lease-to-own transaction. However, with this project, the County is building 700,000 square feet and vacating about 275,000 square feet of lease space. Mr. Manos noted that he and his staff are following the construction market, discussing project estimates with Elliott Pollack & Associates and meeting with Real Estate Brokers regarding the future of lease space. He added that he believes that the assumptions used from the Staubach Report are still valid but there is one change. Findings for operating costs for the new building were reported to be \$4.25 a square foot and now the report is closer to \$6.75 a square foot. This will decrease the amount of savings and will also push out the recovery time.

Supervisor Kunasek commented on the increase in the operating expenses and he then asked if there could be a similar mis-calculation on the estimate with the lease expenses. Mr. Manos replied that most of the leases are full-service leases with the operating costs included in the lease rate. It's possible that operating costs could increase when the leases are renewed, but for the present time the rates are locked in. Mr. Yantzer added that one increase is due to security, which added one dollar per square foot over what was originally planned for this project since the September 11th incident. Security estimates for this project have gone from eight to twenty eight full-time positions for security.

Depending on the direction that's chosen for this project, security estimates could change, but the thought is to think conservatively with the estimates. Some of the costs that are occurring are due to check-points at all entrances to the building, security will be checking everyone that enters the building. Currently, the private sector is not conducting security in that manner. Mr. Hintz also added that when appropriate, the County does provide security for leased facilities.

Supervisor Kunasek asked if there was an index indicator for inflation regarding the savings. In response Mr. Manos stated that there was an inflation factor used for both the lease rates and the operating costs of the new building. Supervisor Kunasek also asked if the acquisition or construction numbers were fixed. Mr. Manos replied that only the operating costs would increase. Supervisor Kunasek asked if an increase in value as a result of inflation for a fixed asset was calculated. Mr. Manos stated that the analysis didn't take into account the value of the building at the end of fifty years.

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Discussions continued with building options and the approved plan, which follows:

**Maricopa County Administration Building
Building Options
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Approved Plan

	<u>Location</u>	<u>Description</u>	<u>S. F.</u>	<u>Budget</u>
	Sitework	Reduced Site Scope		\$ 6,545,308
Administration	Bldg A	Reduced Building Sq. Footage	622,000	\$ 78,573,257
Conference Area	Bldg B	Reduced Building Sq. Footage	56,000	\$ 15,051,318
Food Serv/Employee	Bldg C	Reduced Building Sq. Footage	35,000	\$ 4,233,183
Child Care	Bldg D	Reduced Building Sq. Footage	11,000	\$ 1,182,604
		Budget		\$ 105,585,670

Other options which were also introduced, including: Reduced Scope Plan; Phasing Plan; and Restacking Plan. There are also at least four general options for the future of the New Public Services Complex presented below;

Options for the Future

Terminate or postpone the project. Under this scenario, the project would be terminated with no further effort at this time. Or, the construction documents could be completed and placed on the shelf for future use. The documents would have a short shelf life; if postponed more than six to twelve months, substantial work and cost would be required to update the documents, and inflated construction costs could be expected.

If the project is terminated, the prime consultant and at least 22 subconsultants will face potential layoffs. All these firms would be involved in the project during the construction phase over the next two years. Over \$4 million has already been invested in design of the project; that investment will be lost if the project is terminated. Some investment would be required to preserve the site in an attractive manner and to prevent it from becoming a source of dust and visual pollution.

Modify the plan. This would involve changing the use of the project by moving the entire County Attorney's staff and certain judicial functions into half the tower, with only certain administrative functions included in the new facility. Board of Supervisors and all 10th floor functions would remain at 301 W. Jefferson and the current auditorium could continue to be used for formal meetings. However, the existing auditorium requires the investment of over \$1 million to improve mechanical, electrical and AV systems. This change in function of the office tower might increase the public acceptance of the project because law enforcement and judicial functions are perceived as higher priorities than administrative functions, but administrative functions would likely be split between the existing administration building and the new building. In order to provide flexibility for future growth, consideration should be given to removing Public Health and Environmental Services from this project and providing for their needs following creation of a Public Health District and its financing capacity.

Phase the Project. Construction of only the tower would proceed, with construction of the auditorium, atrium, conference rooms, food service, fitness center, clinic, credit union, and childcare facilities phased over time. This option would require some redesign to provide for minimal lobby functions, conference rooms and food service. Phasing construction would increase the total cost of the project due to mobilization/demobilization costs, design modifications, and inflation. And, the one-time savings would be reduced by the work necessary to leave the site in an acceptable condition after construction of the tower. Construction of the tower only would permit early realization of substantial savings due to termination of leases, but would increase the cost of the balance of the project.

Build the full project as designed. The project budget now stands at \$142 million, a number approved by the Board of Supervisors on December 17th, when the tower was reduced from 24 floors to 23 and a bridge over 5th Avenue added. Construction documents are nearing completion and the construction manager will soon be prepared to propose a guaranteed maximum price. Several sources have indicated that the best price for construction can be achieved in the March-April timeframe. After that, some inflation in construction costs is expected.

Economic justification for the project has been demonstrated; long-term savings have been conservatively estimated at \$280 million over 50 years. The efficiencies of locating many County departments in one location will improve access by citizens and increase employee productivity by reducing travel time among various buildings. President Bush said in his State of the Union address that the recession could be cured with jobs; this project will provide over 1500 jobs during the two-year life of the project.

Mike Straighter, Langdon Wilson, commented on a similar situation which the City of Phoenix experienced during a recession in the early 90's. The newly constructed Phoenix City Hall helped to revitalize downtown Phoenix. This was good for the community and lifted the morale and efficiency of city employees. In retrospect the City of Phoenix believes they received a good value.

Mr. Calvert stated that the outside market appears to be picking up. He noted that there are other infrastructure projects starting development, most notably is the Coyotes Hockey Arena, to be located in the City of Glendale.

Mr. Yantzer commented on the benefits for the citizens of Maricopa County regarding the new project. It would centralize government services; the convenience of abundant parking; and include savings in county tax dollars spent on lease space.

Supervisor Kunasek commented on the need to also address the outstanding issue of necessary courtroom space. He added that he does not oppose looking for more solutions on this issue, however the main objective should be to keep the main government functions downtown. Mr. Hintz responded that the 20-year project plan does include a tower for courts.

Mr. Smith said the County needs to get out of lease space. The project will bring a good return on the investment, possibly within 15-years. However, what goes into the tower may have some implications. Certain offices in that part of the building could be reserved for a mix of elected, judicial and appointed

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offices. The issue is with building B, which will be a total cost for the County. That particular building is an amenity costing \$15 million, with no return on the investment. When considering the need versus want, building B is the least economically feasible. Building D, will bring the County a pretty good return on the investment for staff recruitment. Building C, could generate lease payments for the County with the credit union and food service areas.

Supervisor Wilcox stated that the Board needs to make a decision on the project and the various options very soon. However, Supervisor Wilcox noted that waiting on a decision would also allow the Board time to see what legislative issues will effect the County.

Mr. Calvert stated that the decision could wait for two to three months. Taking time for a decision would not affect the over-all structure, however, it could have an affect on the inner build-out of the project.

Supervisor Kunasek noted that the fundamentals regarding the project are strong. He noted that it could be more detrimental financially to build the project in stages versus completing one large project.

Chairman Stapley agreed that the Board needs more time to review all the information concerning today's discussions and moving forward with any decisions on the project. The Board may also need to review preliminary plans for retro-fitting the current Administrative Building space and the Board of Supervisors' Auditorium. Chairman Stapley mentioned that the Board would like more details regarding landscape, streetscape, security issues, and all parking concerns. He stated that at this point the State and County's communication on various issues is very important.

MEETING ADJOURNED

There being no further business to come before the Board, the meeting was adjourned.

Don Stapley, Chairman of the Board

ATTEST:

Fran McCarroll, Clerk of the Board